

## CHAPTER 4

### LAND USE

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#### INTRODUCTION

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This chapter identifies the general patterns of land use and development found in Campbell County as well as the local government policies intended to influence them. Land use policy is a key element of any comprehensive planning process, and many would argue that it is the most important outcome. Every parcel of real estate in the County is affected by the local zoning and subdivision ordinances. The decisions made by the Board of Supervisors with regard to zoning issues and capital improvement projects also have a broad impact on land use. Campbell County is committed to making its land use policies effective tools in improving the quality of life for our residents.

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#### LAND USE GOALS AND OBJECTIVES

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**GOAL 1: Encourage orderly, efficient and environmentally appropriate land use patterns for Campbell County, taking into consideration the unique characteristics of the County's make-up.**

Objective 1: Promote balanced growth within areas designated for development in the land use plan through the implementation of County ordinances, policies, funding, and other official acts.

Objective 2: Preserve agricultural and forested lands in designated rural areas.

Objective 3: Consider the compatibility with adjacent land uses, density of development, and availability of infrastructure when making recommendations or final decisions on land use matters.

Objective 4: Use the County's zoning and subdivision ordinances to support the goals and objectives of the Comprehensive Plan.

Objective 5: Consider alternative methods to guide land use development that support the goals and objectives outlined in this Chapter. Such methods may include, but are not limited to the following:

- Zoning classifications that promote diverse, but compatible land uses
- Overlay Districts to address specific environmental, aesthetic, safety, and transportation issues
- Conservation Subdivision Design Standards/Cluster Developments
- Planned Neighborhood Developments

- Landscaping, sidewalks, trails, and other features that promote a visually appealing atmosphere
- Minimum lot sizes that are appropriate for the intended land use and available infrastructure

Objective 6: Encourage development that respects the scenic qualities of the County through appropriate ordinances or voluntary proffers that limit the adverse visual effects of items including but not limited to signs, communication towers, and aboveground utility lines.

**GOAL 2: Provide public land uses in areas that promote the general welfare and convenience of County residents.**

Objective 1: Continue development of public park facilities in each of the four high school attendance zones and a central park facility in the Yellow Branch area of the County to ensure that all citizens have reasonable access to recreational activities.

Objective 2: Maintain or expand the government complex in Rustburg to ensure a central location for most County offices, while considering off-site offices to serve specific needs in other locations.

Objective 3: Plan for the renovation and expansion of existing public facilities to meet future demands. Acquire new land or facilities only when existing resources are deemed unsuitable or inadequate for the intended public purpose.

Objective 4: Ensure that the locations of all present and future public facilities are compatible with the goals and objectives of the Comprehensive Plan.

## **EXISTING LAND USE AND DEVELOPMENT TRENDS**

Campbell County retains significant amounts of land in a rural setting despite a population of over 50,000. The rural areas are in the southern portion of the County where they are farther removed from the influence of the city. Rural areas include acreage devoted to active agriculture and forestry, as well as undeveloped land left in a natural state. These areas also include residential and commercial uses in a low density. There is an average of one housing unit per 49 acres of land in the rural areas of the County.

There are residential uses throughout the County in varying density. Some residential development is concentrated within subdivisions, towns and villages, while the remainder is somewhat scattered. It typically follows state maintained roadways in a form of unplanned “sprawl” development. Single-family housing is the prevailing form of residential development, although apartments, townhouses, and condominiums can be found to a lesser but increasing degree. Manufactured housing remains a significant component of single-family housing in the

County; however, the number of permits issued for manufactured housing has been in decline. In the three year period 2000-2002, manufactured housing permits averaged 201 per year. By the period 2006-2008, that number had fallen to an average of 125 per year, and 72 percent of those were replacements for existing manufactured homes. The average decreased again to 66 per year by the period 2012-2014 with 76 percent of those as replacements.

Commercial and industrial uses can be found throughout the County, but tend to be concentrated in the towns, villages, and immediate suburbs of Lynchburg. The central government complex is located in the village of Rustburg. Other public facilities such as schools and future park sites are located in developed or transitional growth areas.

The towns of Altavista and Brookneal have lost some of their industrial employment base over the years without comparable increases from other sectors. Plant closings left area residents unemployed or underemployed for extended periods. This local economic shift makes growth in the southern part of the County less likely.

General patterns of development in Campbell County remain somewhat predictable. Growth is continuing to occur along major transportation corridors, and in the northern third of the County closest to Lynchburg. There is also a trend of more people working from home. Changes in technology and increasing transportation costs are making this employment option more feasible.

## **MAGISTERIAL DISTRICTS**

Campbell County is divided into six magisterial districts as shown below for record-keeping purposes. Unlike election districts which are subject to change every ten years due to population shifts, magisterial district boundaries remain constant unless the County gains or loses territory to another locality. Static boundaries allow direct comparison of data over longer time periods. All of the new larger residential development projects have occurred in the College and Flat Creek magisterial districts since 2008, illustrating a development pattern that is heavily reliant on established transportation routes in proximity to Lynchburg.



## **LAND USE PLAN**

The Land Use Plan is a general guide for the development of Campbell County. An integral part of the plan is the Land Use Map included with this chapter. The map displays the pattern of preferred land uses through the year 2024. The Land Use Plan is intended to be used by County officials, developers, and private citizens to promote a logical pattern of development that will meet the needs of County residents, while safeguarding local resources. This plan also acts as the basis for evaluation of specific development proposals, the content of zoning and subdivision ordinances, and the expansion of public utilities and community facilities.

It is necessary to define key terms in order to appreciate the context of the Land Use Map and Plan. The map identifies seven major categories of land use by the following color code:

- **Medium Density Commercial (RED):** These areas are generally characterized by a well-traveled and developed network of streets and highways. Public utilities and other infrastructure are usually available in or near the area. The area is appropriate for a mixture of retail, office, and some industrial uses. Large tracts of vacant land are usually scarce; houses are often converted to business use, or are demolished to make way for commercial buildings. Population centers (higher density residential) are often adjacent or nearby. The most appropriate zoning pattern in this area includes all of the business and industrial zoning classifications.
- **Urban Development Area High Density Commercial (DARK RED):** These areas are generally characterized by a well-traveled and developed network of streets and highways. Public utilities and other infrastructure are available in the area or can be extended to it. The area is appropriate for a mixture of retail, office, and industrial uses with an average floor area ratio of .4 or higher per gross acre. Large tracts of vacant land are scarce unless already set aside for development; houses are often converted to business use, or are demolished to make way for commercial buildings. Population centers (higher density residential) are often nearby. The most appropriate zoning pattern in this area includes all of the business and industrial zoning classifications.
- **Medium to High Density Residential (BURNT ORANGE):** These areas are generally characterized by residential uses on relatively small lots, and a well-developed network of streets and highways with direct access to major thoroughfares. Public utilities and other infrastructure are usually available in or near the area. The area is appropriate for a combination of single and multi-family developments, although they may be segregated within the area. Planned unit developments (PUD's) and small pockets of commercial development are also appropriate in some cases, as are parks and recreational facilities. The only appreciable difference between medium density and high density is the average number of housing units per acre. The most appropriate zoning pattern in this area includes residential single family and residential multi-family.
- **Urban Development Area Very High Density Residential (PURPLE):** These areas are generally characterized by residential uses on small lots or dense multi-family developments. They utilize a well-developed network of streets and highways with direct access to major thoroughfares. Public utilities and other infrastructure are available in or

near the area. The area is appropriate for a combination of single and multi-family developments, either segregated or mixed within the area. Planned unit developments (PUD's) and small pockets of commercial development are also appropriate in some cases, as are parks and recreational facilities. The most appropriate zoning pattern in this area includes residential single family and residential multi-family.

- **Medium to High Density Mixed (BLUE):** These areas are characterized by the mixture of established residential and commercial uses as described above, but in close proximity to each other. Historically, this pattern emerged in towns and villages before there was any zoning or comprehensive planning. The most appropriate zoning pattern in this area includes residential and business, or mixed-use zones that may be adopted in the future. It may also include some light industrial zoning that would allow uses not in conflict with the nature of the surrounding area.
- **Transitional Growth (YELLOW):** These areas are generally experiencing mixed residential and commercial growth, but are not yet approaching their full density. They perform the valuable role of a buffer between the rural and highly developed parts of the County. Since they often fall between the two extremes, they will have characteristics of both. Overall growth rates in the County will determine how long a given area can remain transitional. Higher growth rates will tend to push the transitional areas outward, while slow or negative growth will keep them in place. Transitional areas tend to move from intermediate to higher densities over time, and zoning changes are appropriate where roads, utilities and other growth factors are present. This is the most difficult area for which to define an appropriate zoning pattern because it is, by its nature, in a state of change. In general, rural and other lower-density uses are replaced by more intense development. The available infrastructure and the nature of the surrounding area are factors to consider when determining the appropriate zoning for a particular parcel.
- **Rural (GREEN):** These areas are characterized by farming, forestry, and low-density residential, commercial, or recreational uses. Lots are generally larger to accommodate private wells and septic systems. There are no plans to extend public water or sewer lines into rural areas. There is little access to primary highways except short segments of routes 40, 43 and 24 with low traffic volumes. There are small business uses such as convenience stores or automobile repair shops scattered throughout rural areas. There may be certain isolated industries that rely on local raw materials such as stone and timber. Areas designated as rural are expected to remain so for the foreseeable future. Zoning changes to accommodate higher density uses would not normally be considered appropriate for such an area. Therefore, growth in rural areas is very slow by design. The most appropriate zoning pattern in this area is predominately A-1, as well as rural residential and rural business districts that may be adopted in the future. Industrial zoning can be appropriate on a limited basis, if it is not in conflict with the rural nature of the surrounding area.

The density ranges described in the various land use categories are defined as follows:

<b>Rural (Low Density) –</b>	1 housing unit per 30.1 acres or greater
<b>Transitional (Intermediate Density) –</b>	1 housing unit per 5.1 to 30.0 acres
<b>Medium Density Residential –</b>	1 housing unit per 1.1 to 5.0 acres
<b>High Density Residential –</b>	1 housing unit per .26 to 1.0 acres
<b>Urban Development Area Very High Density Residential –</b>	1 housing unit per .25 acre or less
<b>Medium Density Commercial -</b>	business/industrial uses with a floor area ratio less than .4 per gross acre*
<b>Medium to High Density Mixed Use -</b>	Residential and commercial uses in close proximity to each other, and within or near towns, villages, and other recognized places
<b>Urban Development Area High Density Commercial -</b>	business/industrial uses with a floor area ratio of .4 or higher per gross acre

\*Floor area ratio is defined as *the ratio between the total gross floor area on all stories of a structure to the gross area of the lot on which the structure is located*. The Commonwealth of Virginia mandates that Urban Development Areas allow commercial density with a floor area ratio of at least .4 per gross acre. That density can be reached by a one-story building covering forty percent of a lot, or a two-story building covering twenty percent of a lot, and so on. In practical terms, increasing minimum floor area ratios encourages taller, multi-story buildings which in turn increase the density of development within a given area.

It is important to note that the Land Use Map is general and conceptual in nature. It is not drawn on a parcel-by-parcel basis, and is not an official zoning map. It is meant to reflect both what has already occurred, and what should develop as the land use pattern for Campbell County through the year 2024.

The basic premise of the Land Use Map is the separation of rural areas from more developed areas in order to alter the existing sprawl pattern of development. The Land Use Map designates approximately two-thirds of the County for continued rural uses, and the remaining one-third for more intense uses. The prevalence of agriculture, forestry, and open space in the rural areas presents an opportunity to conserve these valuable resources as well as protect a way of life

enjoyed by generations of County residents. Encouraging most forms of development to occur outside of rural areas is necessary to ensure their continued existence. It also allows residents a meaningful choice of settings in which to live. In some highly developed localities, the choice to live in a rural setting no longer exists because a sprawling pattern of suburban development has completely overtaken the land.

The remaining areas of the County are designated for more intense development because utilities, transportation and other infrastructure are reasonably available to support it. It is also a cost effective model for the delivery of public services. It is more efficient to limit the network of infrastructure to smaller, well-defined areas because the cost of these services is a function of the size of the network. A sprawling pattern of development requires miles of additional roads and utility lines, each with construction and maintenance costs that are computed per linear foot.

## **LAND USE PLAN - IMPLEMENTATION STRATEGIES**

The Land Use Plan will be implemented through these actions:

1. Use of zoning and subdivision ordinances that reinforce the goals and objectives of the Plan
2. Decisions of the Board of Supervisors to rezone land and grant special use permits
3. Decisions of the Board of Supervisors regarding approval and/or funding of infrastructure projects

Consideration of the concepts listed below will guide the decision-making process inherent in all of the implementation strategies. These concepts further refine and support the goals and objectives of this chapter:

### **Residential Uses**

1. Preserve areas developed exclusively for detached, single-family dwellings. The zoning ordinance should protect single-family neighborhoods from incompatible land uses.
2. Allow planned residential communities as an alternative form of subdivision development. Emphasis should be placed on improved aesthetics, preserving natural physical features, and the adequacy of roadways and utilities. An internal network of streets should be developed that to minimize negative impacts on existing roads while making efficient connections between the development and surrounding area.
3. Many terrains are suitable and desirable for residential development, including level land, rolling land and hillside sites. However, development should be limited in poorly drained areas and designated floodplains in order to protect the natural flow of water and the

environment that surrounds it. Also, areas with slopes in excess of 20 percent should be avoided due to problems associated with water runoff and erosion.

4. A proposed residential development should be consistent with the land use and density range described by the Plan for the area, and should be served by adequate infrastructure. Reliance on private wells and septic systems should be avoided unless the minimum lot sizes are adjusted to accommodate them, and future development potential is limited.
5. Conventional drain fields are no longer the only alternative to a sewer system, and therefore land that does not “perk” is not necessarily precluded from development. There are now a number of alternative methods permitted by the Virginia Department of Health, and the cost of these alternatives can be competitive with constructing a conventional septic tank and drain field system. Therefore, zoning and subdivision decisions should not be based solely on whether the land perks for a conventional system.
6. There is some degree of demand for housing that is not conventional, single-family detached housing. The County should continue to refine the zoning and subdivision ordinances to adequately address various forms of housing and subdivision development. Emphasis should be placed on ensuring a better overall quality of development for all housing types.

#### Employment Centers / Commercial Areas

1. Major employment centers in the County should consist of three basic types:
  - a. Light to general commercial uses, including offices, retail, and service uses
  - b. General to heavy commercial, including shopping centers and larger service providers
  - c. General to heavy industry including manufacturing, distribution centers, warehousing and materials processing
2. Employment centers should be near major arterial roadways, which can be used for transportation of goods, customers and employees. Heavy industries tend to locate near rail lines, gas lines, rivers, major roads or other infrastructure particular to their needs.
3. Reasonably level land with slopes less than 10 percent are preferable for commercial development. Demand is generally higher for prepared sites with infrastructure in place.
4. Compatibility with surrounding areas should be encouraged. This includes consideration of environmental factors such as water, air, and/or noise pollution, as well as aesthetics.
5. Retail and commercial centers should be located in well-defined groupings, where possible.



6. Extending the strip pattern of commercial development should be discouraged in favor of clustering these uses to reduce the impact on roads and transportation patterns. Access management practices should be encouraged for commercial uses on major thoroughfares for more safe and efficient vehicular travel.

#### Farming and Forestry

1. The zoning ordinance should continue to provide for agriculture, forestry, and related uses within rural areas; consideration should be given to limiting or segregating other permitted uses that may conflict with these activities. The ordinance should reasonably anticipate the unique needs of farming operations and appropriately address them.
2. The land use and tax policies of the County should not inadvertently create an economic incentive for large tracts of land in the rural areas to be subdivided for other uses.

#### Planned Unit Developments

A planned unit development is a form of development characterized by unified site design for a variety of housing types and densities, clustering of buildings, common open space, and a mix of building types and land uses in which project planning and density calculations are performed for the entire development rather than on an individual lot basis.

1. Planned unit developments should be encouraged in areas zoned for multi-family or mixed uses with compatible surroundings.
2. Planned unit developments should have adequate infrastructure to support them, including public water and public sewer or private water and sewer systems the construction of which is pursuant to state and local regulations.
3. Infrastructure improvements such as adequate roadways to ensure access to planned unit developments for fire, police and emergency medical services are critical.
4. Planned unit developments should provide for higher-density residential uses in conjunction with associated commercial and service uses in a compatible and complementary way so as to encourage a high quality of life in these areas.

#### **LAND USE SUMMARY**

Campbell County is expected to experience moderate residential, commercial, and industrial growth over the fifteen-year planning period. This growth should be directed away from rural areas in favor of areas with adequate infrastructure. Farming and forestry should remain viable

land uses in the rural areas of the County. In order to reduce sprawl and protect our natural resources, medium to high density residential developments should not encroach on rural areas. Public water and sewer, with few exceptions, should serve residential developments of high to very high density. Commercial growth should likewise be directed to areas with adequate infrastructure. Strip development along existing roadways is a form of sprawl and is an inefficient use of land and other resources. A sprawling pattern of development should be discouraged in favor of clustering compatible land uses and densities. Industrial growth should continue to be directed to industrial parks with public utilities and transportation facilities capable of handling the anticipated volume of traffic.

## **APPENDIX A**

### **AIRPORT DEVELOPMENT AREA MASTER PLAN**

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#### **PLAN CONTEXT**

The Airport Development Area Master Plan is intended to be the general guide for commercial development between Airport Road, the Route 460 Bypass and the City of Lynchburg/Campbell County boundary. The area is bordered on the northwest by an established residential neighborhood known as Vista Acres, and other residential and mixed uses that front on Leesville Road in the City of Lynchburg. The Airport Development Area is shown in a conceptual drawing by Woolpert, Inc. which is attached for reference.

The Airport Development Area Master Plan is consistent with the land use goals and objectives contained in the Campbell County Comprehensive Plan 2003-2018 and it was originally approved by the Board of Supervisors in 2006 as an appendix to that plan. It is intended to be a part of subsequent updates to the Comprehensive Plan unless specifically amended. The Comprehensive Plan reflects the potential for future commercial development in the area. The largely vacant area can be connected to several transportation routes as development occurs and can be served by public water, sewer and other utilities. The Land Use Map contained in the Comprehensive Plan designates the area for high density commercial development. The area is zoned Business-General Commercial, which supports retail shops, personal service establishments, restaurants, entertainment and other general business uses.

#### **DEVELOPMENT PATTERN AND TIMELINE**

Wards Crossing West is a shopping center that began construction in 2006 at the northeastern corner of the Airport Development Area. The regional shopping center is to be developed in phases with initial construction nearest Wards Ferry Road. Development will then proceed toward the southwest along an access road (Simon's Run) that connects Wards Crossing West with Leesville Road. It opened for traffic in 2008 and will later connect with Airport Road. Simon's Run follows the approximate center of the development area and will span the one-mile

distance from Wards Crossing West to Airport Road when fully completed. The first phase of Wards Crossing West opened in October 2006. The initial construction of the access road and Phase II of Wards Crossing followed relatively quickly. Subsequent development of the area is subject to market conditions and the desires of the various property owners. It is anticipated that most of the area will be developed within a decade or less.

## **INFRASTRUCTURE IMPROVEMENTS**

The density of commercial development anticipated for the Airport Development Area requires substantial infrastructure improvements. Vehicular access to the area from Leesville Road, Airport Road and Wards Ferry Road is considered necessary for the expected volume of traffic, and is an integral part of the Master Plan. The Airport Road/Greenview Drive Sub-Area Traffic Study 2006 estimates 25,000 net new trips per day with full development of the area. The new trips are relatively dispersed among eight routes to and from the development area, with no more than twenty percent of traffic utilizing the same route and direction. Sixty-five percent of trips to and from the development area are likely to utilize primary highways (routes 460 and 29). The additional traffic is expected to warrant turn lanes and signalized intersections on Airport Road.

The access road within the development area is to be constructed to meet the width and material standards for secondary routes as established by the Virginia Department of Transportation (VDOT). The access road will be a public right-of-way, although not necessarily accepted into the VDOT system for maintenance. There will be adequate separation of the access road from any adjoining parking areas. A connection from the access road to the Route 460 Bypass is unlikely to be approved according to VDOT and is not a key feature of the Master Plan; it is shown on the conceptual drawing for illustrative purposes in case circumstances change in the future.

Public water and sewer service will be provided to the development area by Campbell County Utilities and Service Authority. There is sufficient overall capacity in the water and sewer systems to accommodate full commercial development of the area, although sewer capacity is limited by the total amount purchased from the City in the Burton Creek Interceptor (currently 72,000 gallons per day and increasing to 144,000 g.p.d. in 2015). Each project will make connections to the public utility systems as necessary during construction. The Campbell County Board of Supervisors approved a Special Service District that encompasses most of the Airport Development Area. The Special Service District provides additional tax revenue for enhanced services and infrastructure in the development area. The City of Lynchburg will receive some of the funds generated by the district in the form of an annual service fee to offset anticipated costs to the City for the provision of services. There is a cooperation agreement between Campbell County and the City of Lynchburg which defines the nature of the annual service fee.

## **IMPLEMENTATION**

Construction within the development area is subject to the normal review and approval processes of Campbell County and the various state agencies that have jurisdiction. Each project will meet or exceed the minimum standards established by local ordinance and other applicable laws. The

individual commercial establishments that are likely to be constructed in the area are allowed as a use by right in the current zoning ordinance and would not require separate approval from the Campbell County Board of Supervisors. A group of retail establishments meeting the definition of a shopping center would require a special use permit from the Board of Supervisors following a public hearing and recommendation from the Planning Commission. This Master Plan provides the framework for any future land use decisions the Board may be called upon to make for the development area.

**Original Approval of Airport Development Area Master Plan:** *December 4, 2006*

**Revisions:** *Comprehensive Plan Update 2009 and 2014*

**Reference:** Airport Road/Greenview Drive Sub-Area Traffic Study, Parsons Corporation, 2006  
Study of Simon's Run by URS Corporation, 2014